

VZCZCXRO2256
RR RUEHDBU RUEHPW RUEHSL
DE RUEHBUL #1567/01 1691410
ZNR UUUUU ZZH
R 181410Z JUN 09
FM AMEMBASSY KABUL
TO RUEHC/SECSTATE WASHDC 9557
INFO RUCNAFG/AFGHANISTAN COLLECTIVE

UNCLAS SECTION 01 OF 10 KABUL 001567

DEPARTMENT FOR SRAP, SCA/FO, SCA/A, EUR/RPM
STATE PASS TO AID FOR ASIA/SCAA
USFOR-A FOR POLAD

SIPDIS

E.O. 12958: N/A
TAGS: [PHUM](#) [PGOV](#) [AF](#)
SUBJECT: Latest Draft of Governor-led Reconciliation Program

REF: Kabul 0637

¶1. (SBU) We have just received from the Independent Directorate of Local Governance (IDLG) an updated version of its proposal for Governor-led reconciliation, originally dating from May 19. The paper remains a "confidential" internal document and has not, to our knowledge, been shared with others outside of the Afghan government.

It largely tracks with the earlier version (reftel) but organizes the elements of the proposed program in a more comprehensible manner.

¶2. (SBU) There are a few additions and changes. The section on "customary justice" (1.3) now states explicitly that "Former militia members will not, under normal circumstances, be formally prosecuted." A new "project process" section (2.1) provides a clearer explanation of how the program would run in practice. It no longer calls for including district administrators (i.e., sub-governors) as members of provincial reconciliation shuras and stipulates that shura members should receive an appointment letter from the President. A new section on "selection of targets" (2.22) notes that potential reconcilees are to be vetted by the National Directorate of Security (NDS) and UNAMA. The role of the Disbandment of Illegal Armed Groups (DIAG) in the program is made more explicit (section 2.3.1). The new draft lays out in more detail the concept of "reconciliation packages" to be offered to reconcilees, with a special emphasis on guaranteeing their security.

Perhaps bowing to reality, the draft no longer assigns ministries the task of administering such packages but instead gives this job to "implementing partners" (while suggesting capacity-building within ministries so they can eventually take over this role).

¶3. (SBU) IDLG Deputy Director Barna Karimi, who continues to have primary responsibility for developing this program, believes the draft is fairly authoritative except in one respect - he remains stymied by the issue of how to prevent reconcilees from facing double jeopardy. He has found no way so far to address the potential of former victims of insurgents refusing to accept the "customary justice" solution called for in the program and instead resorting to the formal legal system. Consultations with Ministry of Justice officials have not produced a solution. This issue appears to be at the heart of the statement in section 3.7 of the paper that the "IDLG will work with national and international stakeholders to clarify the legal basis of this program."

¶4. (SBU) Begin text.

¶1. Project Summary

1.1 Background

Recent years have seen the rolling out of a number of security reform initiatives, including Focused District Development, Disbandment of Illegal Armed Groups and DDR (Disarmament, Demobilization and Re-Integration). However, despite some successes with these programs, the security situation in the Afghan provinces has been steadily deteriorating in the last few years. For example, more than 200 districts are under insurgency, and many are effective

no-go areas for the government. The majority of the districts in key provinces adjacent to Kabul such as Logar and Wardak are now under actual or de facto Taliban control, and the number of attacks against government and ISAF troops has more than doubled in the last year alone.

IDLG was created by means of Presidential Decree in May 2007 to make a difference to people's lives by improving governance at subnational level and improving subnational service delivery. IDLG's primary means of achieving this objective is through working with and strengthening the subnational governance institutions under its authority, including the offices of the Provincial Governors, the offices of the District Governors and the municipalities, and by institutionalizing subnational planning and budgeting.

Since May 2008, IDLG has been leading an inter-governmental effort to develop a new Subnational Governance policy. This policy is intended to clarify the roles and responsibilities of the different subnational governance institutions and lay out a road map for the development of subnational governance in Afghanistan over the next 5 years. The policy, now in a late draft and before a cabinet-level review committee, re-affirms the role of the Provincial Governor in planning and coordinating the delivery of services to people through the provincial line departments and other state institutions present at subnational level, and re-affirms the fundamental responsibility of the Provincial Governor to foster peace and stability in the Province.

This program proposes to support ongoing security initiatives by giving the Provincial Governors the lead in the process of reconciliation between the state and illegal armed groups acting in the provinces and districts. The program will also focus the

KABUL 00001567 002 OF 010

subnational service delivery system on supporting the reconciliation process, by providing re-integration services to demobilized members of armed groups, and rehabilitation of damaged communities. By combining these elements under the leadership of the governor, the program will foster a reconciliation process which is consistent with IDLG's mandate and the draft policy for subnational governance in Afghanistan.

1.2 Program objectives and outcomes

The objectives of this program are

- To foster reconciliation at the provincial level and thereby
 - Improve security and stability in the provinces
 - Reduce insurgent and anti-government activity
 - Help individuals and communities damaged as a result of violence done by anti-government armed groups to recover
- To restore the ability of customary governance structures to engage in the process of reconciliation thereby
 - Using social capital and traditional authority in the provinces to dissolve anti-government elements
 - Applying customary/tribal justice to the reconciliation process
- To build the capacity of the Provincial Government to promote peace and foster reconciliation by
 - Developing the capacity of the Provincial Governor to address reconciliation issues
 - Building systems in the Office of the Provincial Governor to facilitate governance of peace and stability-related programs
 - Focusing provincial-level service-delivery systems on the planning and implementation of activities necessary for reconciliation

The outcomes of this program will be that

- The state and non-state groups are reconciled, and
- The provinces are more secure and stable
- Insurgent and anti-government activity is reduced
- Communities damaged by violence are at least partially rehabilitated
- Customary governance structures are able to engage in reconciliation, and
- Social capital and traditional authority are powerful forces binding local people to the state
- Justice is seen to have been done in the reconciliation process as a result of customary justice having been dispensed
- The Provincial Governments actively promote peace and foster reconciliation in virtue of
- The Provincial Governors personally having the capacity to engage in this issue
- Systems to support reconciliation existing in the Office of the Provincial Governor
- The Provincial service-delivery system delivering service needed by the reconciliation process

1.3 Project Design

The project design is based on the following elements:

- Provincial Governor Leadership. In each province, the program will be under the leadership of the Provincial Governor. The Governor will play the critical role in directing all of the elements of the program, by coordinating with provincial security forces, convening the "reconciliation Shura" (see below) and by ensuring that the subnational service delivery system provides re-integration support and rehabilitation for victims.
- Critical role of province-level Shura. A provincial-level "Reconciliation Shura", convened by the Governor and including the

KABUL 00001567 003 OF 010

major tribal and religious leaders of each district, will play a critical role in several components of the program. The Shura will use its own connections to open negotiations with militia members, and will be responsible for carrying them out. In addition to securing an agreement to de-mobilize, the Shura's negotiation process will generate the link to justice in the program, and contribute to the rehabilitation of victims.

- Community engagement. Effected communities will be asked to assent to the initiation of the process and will be given the opportunity to nominate civil society groups that can represent them. This will make the process consistent with the Afghan customary adaptation of Islamic approaches to reconciliation, in which the victim may initiate the process by asking an abritrator to settle their grievance for them.

- "Customary justice" as a substitute for formal prosecution. Former militia members will not, under normal circumstances, be formally prosecuted. Instead, the Reconciliation Shuras will be expected to apply lenient but clear customary justice to the surrendering militia. After receiving a full account of the crimes of the surrendering individuals, and a sincere acceptance of guilt and remorsefulness, the Shura will censure the individuals. The combination of account, remorse, apology and censure will constitute a kind of justice that local people will recognize and understand, and therefore will combat the tendency to see the reconciliation program as a type of amnesty. (This process should have some limit

such that the most serious crimes should be treated only by the formal justice system.)

- Re-integration support for demobilized militia. The program will provide re-integration support for surrendering militia members including short-term cash support, assistance with developing an alternative livelihood, and social assistance.

- Rehabilitation for damaged communities. The program will provide rehabilitation to communities that have been badly damaged by the violence of militia members that have surrendered. This will include recognition of the damage done, creation of the perception that justice has been done and a program of integrated community development. Damaged communities will also be offered to express their forgiveness for the damage done to them.

- Development through subnational service delivery system. The program will harness the subnational governance system to deliver the services needed for reconciliation, especially re-integration and rehabilitation. In this program, the governor will coordinate the development and delivery of these services by relevant provincial line departments, and supervise their implementation.

The program will therefore deliver stability and reconciliation through the combined use of traditional governance structures and the formal governance structures that IDLG is committed to strengthening. The structure of the process will also be consistent with traditional and Islamic approaches to reconciliation and grievance resolution.

12. Project Process

2.1 Summary of Project Process

The reconciliation process will follow the following three steps:

- Initiation of provincial process. The provincial Shura will be convened, and a governor-drafted list of targets will be vetted and finalized.

- Reconciliation of targets. The Shura will make contact with the targets and invite them to enter the DIAG process. They will then collect an account of the wrongdoings of the target, hear their apology and censure them, thereby applying the customary justice process. Finally, the reconciliation package, comprising some mixture of short-term financial support, livelihoods assistance and security arrangements, will be designed and agreed.

- Implementation of reconciliation packages. The reconciliation package will be implemented, and programs will be launched to rehabilitate communities that have been damaged as a result of the crimes of the former militia members.

The process is summarized in the chart below:

Initiative of Provincial Process

- Reconciliation Shura convened including religious leaders, tribal leaders, PC members, civil society members

- Provincial Governor drafts list of reconciliation targets

KABUL 00001567 004 OF 010

- NDS and UNAMA vet list of targets

- List of reconciliation targets is finalized

Reconciliation of Targets

- Reconciliation Shura makes contact with target

- Target enters into DIAG process

- Reconciliation administers "Traditional Justice"
- Target gives narrative of wrongdoing and apologizes
- Shura censures target
- Reconciliation package is designed and agreed

Delivery of Reconciliation Package

- Implementing partner delivers reconciliation package to target
- Implementing partner delivers rehabilitation programs to damaged communities
- Program monitored by IDLG, UNAMA and implementing partner

The process is described in more detail below.

2.2 Initiation of Provincial Process

2.2.1 Formation of Shura

The first step in each province will be the establishment of the "Reconciliation Shura". This will then launch the reconciliation process. This will then produce critical outputs into the reconciliation process. These activities are described further in the following paragraphs.

The members of the reconciliation Shura should be

- Key religious leaders from each district
- Key tribal leaders from each district
- 1-2 members of the Provincial Council
- Members of civil society groups that represent victims (e.g. Internally Displaced Persons), and if possible representatives of victims not yet organized into Civil Society Groups.

Members of existing Shuras, such as the district-level tribal Shuras, those convened by government pre-planting campaigns or the Shuras organized by the Afghanistan Social Outreach Program will be included where possible, although in principle any type may be used. The general objective is to avoid needless multiplication of the number of Shuras in the province.

For the formation of the Shura, the activities will be as follows:

- Community Mobilization. Communities in the areas effected by violence will be asked to assent to the process and, if any exist, select members of a civil society organization to represent victims in the Shurah. This will be managed by the District Governors and the maliks/arbibs, or the village councils/CDCs.
- Identification of members. The Provincial Governor will identify the members of the Shura, and invite them to convene. The members may include members of Shuras convened by the Governors for other purposes. The final list of invited Shura members should include all of the most influential local people in the province. The selected members should receive a letter of appointment from the President.
- Orientation. An initial meeting of the Shura will be convened to explain the reconciliation process to the members. The rationale and structure of the overall process should be explained, and the role of the Shura within it. After the program has reached phase II (see below), it will be possible to allow selected Shura members to meet Shura members from other provinces to learn from their experiences.

Members of the reconciliation Shuras will receive an allowance for travel, accommodation, food and a telephone card, and also a small personal gift from the Provincial governor. There will be no payment for their services.

2.22 Selection of Targets

In the second step, the Provincial Governor will develop a list of "targets", generally low-to-mid-level militia members who he or she believes could be reconciled with the state. This list should include names and sufficient identifying information for each target.

Upon completion, the list will be submitted for vetting by NDS and UNAMA. This vetting process will ensure that none of the candidates for reconciliation have committed crimes that render them beyond the scope of reconciliation. The vetted list will then be registered with the program management and returned to the Provincial Governor.

2.3 Reconciliation of Targets

2.31 Negotiation of Surrender and Disarming

The reconciliation targets should then be invited to participate in the reconciliation Shura. The first step in this process is for the target to formally abandon his or her militia status by surrendering his arms. The surrender of arms will be unconditional, although it will be done with the understanding that

- No person will be left without a livelihood as a result of surrender
- No person will be unnecessarily endangered as a result of surrender
- No person accepted by the Shura will be in "double jeopardy"- if they submit to the Shura's customary justice system, they will not also be prosecuted by the formal justice system

In order to continue through the Shura process, the disarming groups will be referred to a DIAG facility to disarm. This will involve the following steps:

- Registration. The individuals should travel to a MoI center for disarmament and, upon presenting proof of completion of the Shura process, register there.
- Handing over of weapons. Upon registration, the individuals should surrender their weapons and ammunition.
- Participating in regular monitoring/follow-up. The participants in the program will be monitored by the DIAG facility to ensure that they have not returned to arms.

In effect, the disarming groups will become part of the ongoing DIAG process.

2.32 Application of Traditional Justice

As discussed above, the Shura process will be positioned as the application of traditional or "customary justice", in the tradition of Afghan mediation. This positioning will reduce the perception that the program is simply an amnesty for violent criminals, or, even worse, that it rewards violent criminality. By creating the perception that justice is done, the Shura process will also contribute to rehabilitating victims (who will often need to see some sort of justice done in order to be rehabilitated).

Each Shura will be allowed and encouraged to develop their own process for dealing with the militia members, provided it delivers the essential outputs listed below. An example or guideline process will be supplied to them, however, which they will be free to follow or to adapt. The guideline process will be as follows:

- Presentation of evidence of disarming. The individuals before the Shura should present the evidence of their registration at a local MoI disarmament center, and surrender of their weapons.
- Contact and initiation. The members of the Shura will use their

personal contacts and networks to bring members of armed groups to the Shura, preferably in groups (so that they can be dealt with at the same time). The Shura and the provincial governor will guarantee their security so that they can participate without fear of arrest.

- Agreement in principle. Those before the Shura agree that they would be willing, in principle, to disarm and receive customary justice for their actions, and that thereafter they would be assisted in establishing new livelihoods. This allows the Shura to move on to the specifics of the case.

- Narrative and statement of remorse. Those before the Shura must provide a full account of their activities as part of the militia. Those disbanding must make a

KABUL 00001567 006 OF 010

sincere apology and express remorse for their actions as condition of the process being completed.

- Determination of outcome. On the basis of the apology and expression of remorse and the account of activities, the Shura must officially recognize the wrong-doing of the disarming militia with a statement of censure. In so doing, the Shura is considered to have applied customary justice.

As mentioned above, the Shura should be free to adjust or modify process provided critical outputs are delivered. The critical outputs of the process should be

- Individuals referred to disarmament and re-integration program. The process must be such that upon that prior to completion of the Shura process, the participating individuals have been referred to a DIAG facility to be registered and to surrender their weapons and ammunition.

- Report of application of customary justice. The structure of the process must be such that some kind of justice is seen to be done. The process should include a consideration of evidence and a passing of judgment and this process must be presented as the process of justice itself.

- Narrative of wrong-doing. Those before the Shura must provide a full account of their activities so that the Provincial Reintegration and Rehabilitation Committee can identify victim communities, and so that the state can officially recognize their suffering.

2.33 Design of Reconciliation Package

After the completion of the surrender and the customary justice process, a "reconciliation package" will be designed for the target by the implementing partner, which may include some or all of the following elements:

- Re-integration payment. Individuals will receive a small cash stipend of \$50-\$75 per month for a period of six months, to enable a transition to a new livelihood system.

- Social support. Individuals will receive assistance in adapting to life outside an armed group, such as counseling or mediation with community members.

- Alternative livelihood support. Individuals may select one alternative livelihoods program such as

- Return to formal education system. For younger candidates, it will be possible to allow them to return to the schooling system. Some scholarship or stipend will be provided to cover the costs associated with this, such as travel or school books.

- Vocational training. In this program, participants should receive a set of training in some livelihood system that is appropriate for the economic environment in the province, e.g. carpentry or tailoring. Upon completion of the training the person should receive a basic set of

tools in order to allow them to practice their trade.

-- Employment skills training. For more entrepreneurial individuals, training in skills such as business planning, banking or marketing can be provided. This will assist the individual who already has relevant skills to establish an enterprise.

-- Employment assistance. A subsidy may be paid to a local employer to reduce the cost of hiring individuals in the program. This will be for a finite period of time and would be gradually phased out.

-- Integrated rural development. When a large number of individuals from the same rural area disarm, they will have the option of a small rural development project being conducted in their area, including, for example, introduction of improved crop varieties, development of an agricultural cooperative and improvement of the local secondary road.

- Security arrangements. Targets may be assisted in improving their security arrangements, and/or in moving to more secure and better controlled areas. Higher-level targets may be provided with bodyguards.

The design of the package will be conducted by the implementing

KABUL 00001567 007 OF 010

partner, based on the following inputs what kinds of livelihood he is interested in.

- Implementing partner assessment of target & situation. The implementing partner may arrange for an evaluation of the target, his personal situation and the local situation, in order to design a suitable package of measures.

- Recommendation of Governor and Shura. Guidance from the Provincial Governor and the Shura on the level and type of assistance can be used.

- Available resources. The overall package will be adjusted to make optimal use of the available resources.

The target will have some options to tailor the package, but will not be able to conduct true negotiations.

The package will be approved by IDLG and UNMA, within a policy and procedural framework approved by a Steering Committee including IDLG, UNAMA, NDS, the head of DIAG, the Ministry of Justice and the implementing partner. The packages approved will be reviewed post facto in periodic Steering Committee meetings, and the policy and procedural framework will be revised if necessary.

2.4 Implementation of Reconciliation Packages

In the final stage, the reconciliation packages agreed upon will be delivered by the implementing partner, under supervision of IDLG and the Provincial Governor. The Governor will also provide regular reports on the progress of implementation to the Reconciliation Shura, for as long as it is standing. The relevant line ministries will be closely involved in the supervision and implementation of these programs.

This phase will also include the launch of programs aimed at rehabilitating victims, as identified during the course of the traditional justice process. The program will identify communities that have experienced a high degree of damage done by individuals demobilizing within the province. The communities will be targeted for an integrated set of activities to help to rehabilitate them, including:

- Information Program. An information program will be conducted, explaining the necessity of reconciliation, while also highlighting

the fact that the government recognizes the harm done to them, and that the perpetrators have been subject to customary justice.

- Forgiveness. Damaged communities will have the opportunity to express forgiveness for the damage done to them in a formal statement or formal ceremony. This will give the communities the opportunity to feel that reconciliation is something that they themselves can contribute to, and not just a process in which they are passive recipients. This process may help communities to engage in current and future activities and events, and focus less on their grievances, which will directly contribute to reconciliation.

- Livelihood Improvement. A set of rural development activities will be implemented to improve the economic status of the affected community, for example improving road access or water-resources. It should include infrastructure, public good provision and improvement of economic opportunities.

- Community Development. Additional activities will be implemented to strengthen the community for example by building or strengthening the local Agricultural Cooperative or establishing other self-help groups. These activities should involve a high level of participation in design, implementation and monitoring, and should cover a large a section of the community as possible.

As with the re-integration activities, these will be implemented with maximum possible cooperation from relevant line ministries, e.g. the Ministry of Rural Rehabilitation and Development and Ministry of Agriculture, Irrigation and Livestock.

13. Program Management

3.1 Management Structure

The elements of the management structure will be:

- National-level Steering Committee. This will include IDLG, MoI, MoD, the Ministries responsible for reintegration and rehabilitation programs, and any donor or major implementing agencies. This committee will monitor the performance of the program against targets, ensure corrective actions are taken when targets are missed, and ensure that resources are delivered to activities as planned.

KABUL 00001567 008 OF 010

- Office of Provincial Governor. As mentioned above, the provincial governor is the critical link between the line ministries, the Shuras and the national steering committee. The governor will be supported by a team within his/her Sectoral Technical Services division who will liaise between the governor and the line ministries and produce an integrated provincial report based on the activities of all participants. This team will include the offices of

- Security and Judicial Sector
- District Affairs
- Socio-Cultural Development
- Reconstruction and Development
- Economic and Development

- Provincial Security Committee. This committee will supervise the demobilization process and will include all the government stakeholders in district security affairs.

- Provincial Reintegration and Rehabilitation Committee. This committee will supervise the re-integration, livelihood and rehabilitation activities. The committee will identify the needs in this area, ensure that the appropriate line ministry plans, budgets and implements programs to address these needs, supervises the activities and produces an integrated report of them. In later stages of the program, the committee will ensure that all activities are submitted to the provincial budget, as described in the draft policy on subnational governance. This will include the key development-related Ministries.

- Provincial Reconciliation Shura. As described above, the Provincial Reconciliation Shura makes contact with antigovernment element, negotiates disarmament and applies customary justice, before referring disarming fighters into the rest of the system.

3.2 Implementation Modality

The implementation modality will avoid the creation of parallel structures and not include mechanisms that prevent the government agencies from developing their own implementation capacity. The elements of the program will be implemented as follows:

- Planning and monitoring activities. These activities can be implemented directly by the provincial administration and by national organizations using existing resources (operating budget). There is no need for a specific implementation modality.
- Shura process. The Shura process should be organized by the office of the Provincial Governor. Cash and materials needed for the Shurah can be delivered through the implementing partner's procurement system, except in the case of very small items that may be procured by the PGO.
- Security activities. The security activities should be directly implemented by the DIAG program, under the supervision of MoI.
- Rehabilitation and re-integration. As discussed above, these will be delivered by the implementing partner. The relevant line ministries will participate in the supervision, and steps will be taken to transfer the activities to ministry implementation as soon as is feasible.

The planning, budgeting and implementation of rehabilitation and integration activities will be made consistent with the approach to subnational planning and finance prescribed by the draft subnational governance policy. To the maximum possible extent, the participating line ministries will be supported to include these activities in their annual plans and budgets, and these plans and budgets approved by the Provincial Governor and Provincial Council prior to being disaggregated and submitted to the parent ministries in Kabul. In order to achieve this, the implementing partners will be expected to include a capacity-building component for their partner ministry so that in the medium-term they can plan, budget and implement the activity themselves.

3.3 Capacity Building

The following Capacity-Building activities will be needed:

- Provincial Governor. The Provincial Governor should be given training in reconciliation, DDR programs (Disarmament, Demobilization and Reintegration) and peace building, and should be helped to understand the role of the Provincial Governor in these processes.
- Provincial Governor's Office. Some or all of the key positions in the PGO may be vacant, and so will need to be recruited. Once all positions are filled, the staff should be trained in reconciliation,

KABUL 00001567 009 OF 010

DDR and peacebuilding, and receive special coaching for their role in the program. The staff will be assisted in the development of working systems and procedures for discharging their particular responsibilities, and may also receive some additional training in project management, reporting, M&E, etc. Some office equipment may also be needed.

- Reconciliation Shura. The Shuras will need orientation and should also be given opportunities for learning exchanges with other Shuras. The Shuras should also be assisted in the process of reviewing their own performance, identifying weaknesses, implementing solutions, and so on.
- Security Ministries. The capacity of the security ministries to operate the disarmament centers and to monitor demobilized armed

group members needs to be built. It may be appropriate for a partner agency to hire staff for the centers, and they should provide assistance in developing operating procedures.

- Development Ministries. As discussed above, the capacity of the ministries involved in re-integration and rehabilitation programs will receive capacity-building in planning, budgeting and implementing these programs, so that they may assume responsibility for service delivery at some point in the future. This should be provided by their implementing partners in conjunction with the actual delivery of services.

Further capacity-building activities and programs may be identified at a later date.

3.4 Budget Categories

The program will incur the following costs:

Travel for Provincial Governor to participate in orientation, etc:
Cost-Bearing Agency IDLG

Salaries for Sectoral Technical Services division staff:
Cost-Bearing Agency IDLG

Travel for STS staff for training: Cost-Bearing Agency IDLG
Office equipment for STS staff: Cost-Bearing Agency IDLG

Salaries for Staff for Disarmament Center staff: Cost Bearing
Agency MoI/MoD

Office and security equipment for Disarmament Centers: Cost Bearing
Agency MoI/MoD

Travel, accommodation and hospitality costs for Shura: Cost-Bearing
Agency IDLG

Cost of retaining implementing partner for development:
Cost-Bearing Agency Line ministries

Cost of directly-implemented line ministry programs: Cost-Bearing
Agency Line ministries

More work will need to be done to develop a detailed budget, including a needs assessment for the capacity of the PGO Sectoral Technical Services division and the Disarmament Centers. Individual costs of re-integration packages and rehabilitation programs must be developed, and these combined with a need/demand forecast.

This work will take place in the next rounds of planning for this program.

3.5 Roll-Out Schedule

Afghanistan Reconciliation Project (APRP) will initially focus on the provinces around Kabul where the security situation is not satisfactory, such as Maidan/Wardak, Logar and Kapisa provinces. The national coverage will be ordered into phases as follows:

Phase I: Maidan/Wardak, Logar and Kapisa
Phase II: Ghazni, Khost, Paktia and Paktika
Phase III: Helmand, Kandahar, Farah, Urozgan
Phase IV: Laghman, Kunar, Nangarhar and Nuristan
Phase V: Badghis, Herat and Ghor
Phase VI: National coverage, where and whenever situation permits

If resources are available and there is implementation capacity, provinces may be brought forward to earlier phases, and the overall process may be shortened.

3.6 Reporting and Performance Management

The program will track and report the following types of information on a monthly basis:

- Impact information. Indicators of impact, measuring stability and provincial administration capacity, are the most important and high-level activities.

- Narrative of activities. An account of activities such as Shuras held and re-integration programs (partially) implemented should be given. This should include an account of problems experienced and solutions that were used.

- Indicators of activities. Indicators of activities such as the number of Shuras, number of people disarmed, number of communities supported through re-integration, and so on, should be given.

- Expenditures and disbursements. Total and per-unit expenditures and disbursements in each area, e.g. on Shuras, re-integration payments, livelihood support, etc should be given.

Each province should aggregate all provincial performance and activity data into a single provincial report, prior to submission to the national steering committee.

3.7 Next Steps for Implementation

This will be a major program that will take considerable effort to launch. The next steps for implementation include building stakeholder consensus, establishing the legal basis for the program, designing the reintegration and rehabilitation packages, and coordinating the program with other Security Sector activities. These are described in the following paragraphs.

IDLG and key partners will build consensus around program with key stakeholders, e.g. Provincial Governors, Line Ministries involved in law enforcement or development at provincial level, other public organizations, e.g. Afghanistan Independent Human Rights Commission and Key members of international community. This may lead to the launch of a formal Program Development Steering Committee to oversee the development of the initiative.

IDLG will work with national and international stakeholders to clarify the legal basis of this program. Work will be done to establish how and if the findings of the customary justice system can be recognized in law, what the limits on the Shura process are, and any other legal arrangements that might be needed (for example making the proceedings in the Shura inadmissible as evidence in the formal courts).

Significant additional work must be done to plan and cost reintegration packages. For example, it will be necessary to estimate potential need/demand for reintegration and rehabilitation in each province, and to develop operational plan and costing for different reintegration and rehabilitation packages. It will also be necessary to design a flexible funding modality to allow channeling of resources to appropriate line ministries, depending on need/demand in each province. This process will require collaboration of all implementing agencies and also donors.

Lastly, the program design will have to ensure consistency with other DDR and reconciliation programs ongoing at subnational level in Afghanistan, for example the Ministry of Interior Disbandment of Illegal Armed Groups (DIAG) initiative and activities under the UNDP Afghanistan New Beginnings Program. In cases where structures and processes proposed in this document have already been created, methods for avoiding unnecessary replication and duplication should be developed- for example the national-level steering committee developed for the Disbandment of Illegal Armed Groups might serve as the steering committee for this initiative, assuming that IDLG joined this steering committee. Similarly, development initiatives planned and implemented under this initiative should be coordinated with those implemented by the UNDP National Area-Based Development Program. It can be expected that this alignment process will emerge as a result of further planning and mobilization of other stakeholders.

End Text.

EIKENBERRY